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## REGIONAL COMPREHENSIVE PLAN SECURITY AND EMERGENCY PREPAREDNESS

### I. INTRODUCTION

Southern California is home to significant threats, including earthquakes, wildfires, flooding and mudslides. More recently, terrorism has been added to the threats that the region must prepared against. The unexpected nature of these natural and unnatural events requires extensive coordination, collaboration and flexibility among all the agencies and organizations involved in the planning, mitigation, response and recovery.

The Transportation Research Board has classified emergency events that affect transportation agencies into several categories, listed below:

#### Emergency Events Impacting Transportation Agencies:<sup>1</sup>

Naturally Occurring	Human Caused	
	Intentional	Non-Intentional
<ul style="list-style-type: none"><li>• Droughts</li><li>• Dust/Wind Storms</li><li>• Earthquakes</li><li>• Electrical Storms</li><li>• Floods</li><li>• High Winds</li><li>• Hurricanes</li><li>• Ice Storms</li><li>• Landslides</li><li>• Naturally Occurring Epidemics</li><li>• Snowstorms and Blizzards</li><li>• Tornadoes</li><li>• Tropical Storms</li><li>• Tsunamis</li><li>• Wildfires</li></ul>	<ul style="list-style-type: none"><li>• Bomb Threats and Other Threats of Violence</li><li>• Disruption of Supply Sources</li><li>• Fire/Arson</li><li>• Fraud/Embezzlement</li><li>• Labor Disputes/Strikes</li><li>• Misuse of Resources</li><li>• Riot/Civil Disorder</li><li>• Sabotage: External and Internal Actors</li><li>• Security Breaches</li><li>• Terrorist Assaults Using Chemical, Biological, Radiological, or Nuclear Agents</li><li>• Terrorist Assaults Using Explosives, Firearms, or Conventional Weapons</li><li>• Theft</li><li>• Vandalism</li><li>• War</li><li>• Workplace Violence</li></ul>	<ul style="list-style-type: none"><li>• Accidental Contamination or Hazardous Materials Spills</li><li>• Accidental Damage to or Destruction of Physical Plant and Assets</li><li>• Accidents That Affect the Transportation System</li><li>• Gas Outages</li><li>• Human Errors</li><li>• HVAC System Failures or Malfunctions</li><li>• Inappropriate Training on Emergency Procedures</li><li>• Power Outages</li><li>• Software/Hardware Failures or Malfunctions</li><li>• Unavailability of Key Personnel</li><li>• Uninterruptible Power Supply (UPS) Failure or Malfunction</li><li>• Voice and Data Telecommunications Failures or Malfunctions</li><li>• Water Outages</li></ul>

The complex nature of such incidents as well as the interdependency of the jurisdictions and organizations involved makes regional cooperation and coordination essential to security and emergency preparedness extremely critical. No significant event is truly local, as political boundaries are permeable and local critical infrastructure may serve the entire region. No jurisdiction stands alone. The high-risk, well-resourced municipality may be as dependent on a smaller jurisdiction for support in an emergency as the smaller jurisdiction is on the larger ones.

<sup>1</sup> National Cooperative Highway Research Program Report 525 Volume 9 "Guidelines for Transportation Emergency Training Exercises" McCormick Taylor Inc. 2006

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Also, the complexity of multi-jurisdictional areas—such as the SCAG region, with a range of potential terrorism targets, presents significant challenges to coordinating and implementing effective homeland security programs.

To assist the region in the planning, preparation and response to emergencies, whether caused by natural or human elements, a continuing, cooperative and collective regional effort would be needed. To achieve such task, in the context of the Regional Comprehensive plan, this report has been prepared which identifies SCAG's role and responsibility in regards to Homeland Security, and with respect to other jurisdictions. It describes the current programs at the Federal, State and local levels; identifies security issues and vulnerability of the transportation infrastructure and information sharing; and presents policy recommendations and actions for consideration by the SCAG's Regional Council.

## **II. SCOPE**

The Security and Emergency Preparedness Chapter of the Regional Comprehensive Plan develops the role and responsibility of SCAG as the regional planning agency in the pre and post emergency situations. The chapter focuses on transportation system and related infrastructure and contains recommended policy direction and actions for consideration by the SCAG's Regional Council.

To better inform the Region's decision-makers on the issues and provide the information needed to formulate and adopt regional policies and strategies, a summary of the current efforts and programs by the Federal Government, State of California and the regional and local agencies has been provided. This institutional assessment is based on information provided by each of the respective agencies on their roles and responsibilities.

## **III. ROLE AND RESPONSIBILITY OF THE FEDERAL GOVERNMENT**

The primary focus of the federal government should be on providing the unifying core for the vast national network of organizations and institutions involved in efforts to secure the country. Its main objectives are to:

- Continue to lead the unified national effort to secure the country.
- Prevent and deter terrorist attacks and protect against and respond to threats and hazards to the nation.
- Ensure safe and secure borders; and promote the free-flow of commerce.

For the limited purposes of the Regional Comprehensive Plan, the delineated roles and responsibilities of the federal government are limited to the Department of Homeland Security (DHS) and appropriate sub-agencies, such as the Federal Emergency Management Agency (FEMA). The general mission of the department is to:

- A. Prevent terrorist attacks within the United States;
- B. Reduce the vulnerability of the United States to terrorism;

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- C. Minimize the damage, and assist in the recovery, from terrorist attacks that do occur within the United States;
- D. Carry out all functions of entities transferred to the Department, including by acting as a focal point regarding natural and manmade crises and emergency planning;
- E. Ensure that the functions of the agencies and subdivisions within the Department that are not related directly to securing the homeland are not diminished or neglected except by a specific explicit Act of Congress;
- F. Ensure that the overall economic security of the United States is not diminished by efforts, activities, and programs aimed at securing the homeland; and
- G. Monitor connections between illegal drug trafficking and terrorism, coordinate efforts to sever such connections, and otherwise contribute to efforts to interdict illegal drug trafficking.

USC6, Chapter 1, Subchapter 1

As to its required functions in relation to the Regional Comprehensive Plan, the DHS *is required to:*

- Access information from governmental agencies regarding terrorist threats,
- Assess the vulnerabilities of key resources and critical infrastructure of the United States,
- Identify priorities for protective and supportive measures by the DHS and other government agencies and the private sector,
- Administer the Homeland Security Advisory System, which issues public advisories related to security threats.

The result is the development of a comprehensive national plan for securing the key resources and critical infrastructure of the United States.

Many initiatives are being undertaken to bolster homeland security priorities and activities following the 2001 terrorist attacks. As one example, the National Strategy for Homeland Security and the Homeland Security Act of 2002 served to mobilize and organize the nation to secure the United States from terrorist attacks.

In order to continually improve security, *the federal government should continue to:*

- Conduct risk-based assessments that provided information on where current and future security resources must be directed to reduce vulnerabilities to terrorism. Agencies responsible for conducting these assessments include: the DHS Information Analysis and Infrastructure Protection division, the Transportation Security Administration (TSA) and DOT's Federal Railroad Administration and Federal Transit Administration.
- Streamline the process for allocation of funds to the States and metropolitan regions. Funds should be distributed not based on population but the potential and possibility of threats and the potential damage to the nation's infrastructure or economy.

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- Coordinate information and threat sharing through the Surface Transportation ISAC (Information Sharing and Analysis Center) managed by the Association of American Railroads (AAR).
- Conduct security exercises that bring together rail carriers, federal and local first responders, and security experts.
- Enhance and improve screening of cargo entering the U.S. through the National Targeting Center (NTC) and through its border inspection workforce to help prevent rail lines and trucks from being used as instruments of terrorism delivery.
- Enhance and increase assistance in the deployment of biological and chemical detection equipment to local transit districts.
- Help coordinate and fund disaster relief and recovery through the Federal Emergency Management Administration.

## Department of Transportation

Federal agencies have taken significant steps to transportation security in the last two years. In partnership with the public and private entities that own and operate the nation's transit and rail systems, the federal government ***should undertake or continue the following actions:***

- Streamline information sharing and coordination between public and private transportation agencies and all levels of government.
- Assess vulnerabilities in the rail and transit sector as well as the highway infrastructure to develop new security measures and plans.
- Increase training and public awareness campaigns and providing greater assistance and funding for transportation security activities.
- Develop and implement threat response support capability.
- Distribute threat information as soon as it becomes available
- Provide funding for public awareness and participation, and future technological innovations.
- Engage the industry and state and local authorities to establish base-line security measures based on current industry best practices.
- Provide technical assistance or security directives, which would specifically target mitigation of identified vulnerabilities.
- Ensure the transportation system will support military deployments
- Ensure compliance with safety and security standards for commuter and rail lines and better help identify gaps in the security system in coordination with DOT. Additional DHS technical assistance and training will be provided by the [Transportation Security Administration](#).

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## IV. ROLE AND RESPONSIBILITY OF THE STATE GOVERNMENT

Under the Governor, there is the Office of Emergency Services (OES), which is also the state Civil Defense Agency. The governor can assign all or part of his powers and duties to the OES, with the exception to make, amend, and rescind orders and regulations and the power to proclaim a state of emergency. In the event the governor is inaccessible, the director of OES may proclaim the existence of an emergency in the name of the governor. Such action will be ratified by the governor as soon as he/she is accessible or he/she will immediately terminate the state of emergency.

To review the responsibilities of the State of California, *the State shall*:

- Have a civil defense agency (Office of Emergency Services)
- Provide training to state agencies, cities and counties in the planning and preparation for disasters
- Develop an instruction course for first responders, including firefighters, paramedics and other emergency personnel
- Require local agencies to submit maps of dam failure inundation to OES for review and recommendations (and to local agencies)
- Require the OES to produce and distribute an educational pamphlet for grades K-14
- Require businesses handling hazardous materials to implement a business plan for emergency response to a release, or threatened release, in accordance with State standards
- Require local jurisdictions to produce minimum standards for business/area plans that account for proximity of businesses to residential areas and nature of damage potential of hazardous materials being used by the businesses
- Require the OES serve as the central contact point in the State for any emergency or imminent disaster, coordinate the notification of appropriate state administering agencies that may be required to respond, and coordinate the emergency activities of all state agencies in the event of an emergency
- Require the OES to procure mobile communications translators to enable mutual-aid emergency response agencies to communicate effectively
- Require the California Highway Patrol, California National Guard, United States Coast Guard and all relevant transportation and law enforcement agencies to produce a confidential risk assessment report on the California transportation infrastructure for the Governor, and leaders of the State Senate and Assembly (completed)
- Require the OES to develop model guidelines for local government agencies and community based organizations to develop a (voluntary) disaster registry program for those who are disabled, elderly, long-term and community health facilities. Persons registered should be prepared to be self-sufficient for at least 72 hours.

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The activities of the State government should be focused on ensuring the most effective use of all resources for dealing with any emergency, and working with governments at all levels, businesses, community-based organizations, and volunteer groups.

The State should:

- Continue to ensure State's readiness and ability to mitigate against, prepare for, respond to, and recover from the effects of emergencies that threaten lives, property, and the environment.
- Prepare and update (annually) the State's Emergency Plan. Coordinate the activities of all state agencies relating to preparation and implementation of the State Emergency Plan.
- Coordinate the response efforts of state and local agencies to ensure maximum effect with minimum overlap and confusion.
- Coordinate the integration of federal resources into state and local response and recovery operations. Conduct programs and outreach efforts to assist local and state government in their emergency management efforts.
- Assist local governments and state agencies in developing their emergency preparedness, response, recovery and mitigation plans, for terrorism, earthquakes, floods, fires, hazardous material incidents, nuclear power plant emergencies, and dam breaks in accordance with the State Emergency Plan.
- Provide training to personnel from local governments, state agencies, community based organizations, businesses and volunteers.
- Coordinate the State response to major emergencies in support of local government.
- Serve as the lead agency for mobilizing the State's resources and obtaining federal resources; and maintain oversight of the State's mutual aid system. Responsible for collecting, verifying, and evaluating information about the emergency, facilitating communication with local government and providing affected jurisdictions with additional resources when necessary.
- Manage statewide disaster recovery and mitigation activities, and provide assistance to local governments and individuals impacted by disasters.
- Utilize real-time, geo-located event and congestion data to provide California Highway Patrol dispatchers better information for decisions during emergencies or incidents.
- Perform extensive liaison activities with local and federal agencies, legislators, various volunteer and non-profit organizations, as well as the general public in accordance with the State Emergency Plan.
- Continue development and implementation of the state Hazard Mitigation Plan and become extensively involved in the support of hazard mitigation planning activities of local governments.

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## **V. ROLES AND RESPONSIBILITIES OF COUNTIES**

Each SCAG county has a department in charge of security and emergency response. These are

Imperial County	Office of Emergency Services
Los Angeles County	Emergency Operations Center
Orange County	Orange County Sheriff's Department, Emergency Management Bureau
Riverside County	?
San Bernardino County	San Bernardino County Fire Department, Office of Emergency Services
Ventura County	?

(TO BE ENTERED)

## **VI. ROLES AND RESPONSIBILITIES OF CITIES**

## **VII. POTENTIAL ROLE AND RESPONSIBILITY FOR SCAG**

Regional approaches to addressing public policy issues and planning activities have been in practice for several decades. Transportation and environmental planning are examples of coordinating planning efforts within metropolitan areas.

The events of 2001 have resulted in the emergence of homeland security as a public policy field and forcing many metropolitan areas in the country to realize the need for a regionally cooperative and collaborative approach in planning, preparation and response to emergencies, whether caused by natural or human elements.

SCAG, in its role as a transportation planning agency, is required to incorporate security into its planning for both motorized and non-motorized transportation. This is a change from previous requirements for "safety and security" to be considered (some items would have both a safety and security function).

To differentiate between safety and security, the following definitions are used:

- Safety is defined as the protection of persons and property from unintentional damage or destruction caused by accidental or natural events.

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- Security is defined as the protection of persons or property from intentional damage or destruction caused by vandalism, criminal activity or terrorist attacks.<sup>2</sup>

An overall goal/objective for SCAG can include the amending of an existing SCAG goal to encompass security:

- Ensure ~~travel~~ **transportation** safety, **security** and reliability for all people and goods in the region.

Within SCAG's overall goal are policies. These policies guide SCAG and others in the performance of achieving SCAG's goals and objectives. Potential security policies include:

- Work with local, state and federal agencies to ensure the rapid repair of transportation infrastructure in the event of an emergency.
- Continue to deploy and promote the use of advanced technologies that enhance transportation security
- Establish transportation infrastructure and land use practices that promote/enhance security

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<sup>2</sup> National Cooperative Highway Research Program Report 525 Volume 3, "Incorporating Security into the Transportation Planning Process" Daniel Dornan and M. Patricia Maier, 2005



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Potential Performance Indicators, Measures, Processes and Outcomes					
Potential Working Policy	Performance Indicator	Performance Measure(s)	Performance Process	Performance Outcomes	Responsible Agency
Ensure the security of transit patrons	Security	<ul style="list-style-type: none"> <li>Transit Crime</li> <li>Perception</li> </ul>	<ul style="list-style-type: none"> <li>Focus is on the reduction of crime on buses, rail and transit stations/stops</li> <li>Increased uniform presence (Police, MTA Personnel, etc)</li> </ul>	XX reduction in crime related to transit  Visible perception of security measures as a deterrence.	Transit agencies, County Transportation Commissions Law Enforcement Officers
Eliminate the planned or unplanned collision of vehicles and trains at crossings.	Security, Safety	<ul style="list-style-type: none"> <li>Rail crossings</li> </ul>	<ul style="list-style-type: none"> <li>Improve or remove at-grade rail crossings.</li> </ul>	XX improvement in safety devices at-grade rail crossing or close unprotected crossings, as appropriate (Reduced rail related accidents or incidents per 1,000,000 mile driven in the region.)	Railroad Companies MetroLink Local Governments
Expand the use of ITS to improve surveillance, monitoring and distress notification systems.	Security	<ul style="list-style-type: none"> <li>Advanced Technology</li> </ul>	<ul style="list-style-type: none"> <li>Continue to deploy and promote the use of systems that enhance security</li> <li>Deploy infrastructure-based detection and warning systems.</li> <li>Expand the use of in-vehicle and passenger-facility transit safety systems, such as monitoring devices, location and distress notification systems.</li> </ul>	Number of cameras operational to detect on Freeways, Arterials, right of way and critical facilities, transit vehicles and stations, ability to archive and retrieve security data, development of systems for enhanced command and control during emergencies.	SCAG Transit Agencies CTCs
Establish transportation infrastructure and land use practices that identify and prioritize the retrofit, hardening, and stabilization of critical transportation infrastructure to prevent failure, to minimize loss of life and property, injuries, and avoid long term economic disruption.	Security	<ul style="list-style-type: none"> <li>Infrastructure improvements</li> <li>Vehicle/ Pedestrian accidents</li> </ul>	<ul style="list-style-type: none"> <li>Provide countermeasures to protect critical assets.</li> <li>Construct barriers to segregate roadways from pedestrian malls, concourses and high pedestrian traffic areas(e.g. Staples Center, 3<sup>rd</sup> St. Promenade)</li> </ul>	xx improvement in known deficiencies  Reduction in Vehicle-Pedestrian incidents, mitigation of potential car bomb incidents	Caltrans County Transportation Commissions Local Governments Private businesses

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Potential Performance Indicators, Measures, Processes and Outcomes					
Potential Working Policy	Performance Indicator	Performance Measure(s)	Performance Process	Performance Outcomes	Responsible Agency
Work with local, state and federal agencies to ensure the rapid repair of infrastructure in the event of an emergency.	Security, Safety	<ul style="list-style-type: none"> <li>• Collaboration</li> <li>• Infrastructure improvements</li> </ul>	<ul style="list-style-type: none"> <li>• Provide a network of multimodal redundancies to facilitate the free movement of people and goods in the event of critical link closures due to terrorist attack or natural disaster.</li> <li>• Sizing the public transit fleet to accommodate emergency evacuation and provide contingency movement during potential fuel shortages.</li> </ul>	Quick response plans, advanced planning for infrastructure repair, advanced or pre-cleared contractors for emergency repairs.	
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To determine SCAG's role in "homeland security", a model developed by Dr. Michael D. Meyer, Georgia Institute of Technology, was applied. This model evaluates the potential role of an MPO in relationship to various phases of an incident/disaster. As defined by Dr. Meyer, security/disaster incident consists of the following six elements:

- Prevention: Stopping an attack before it occurs; improved facility design; surveillance, monitoring
- Response/Mitigation: Reducing impacts of an attack; evacuation; identifying best routes; effective communication system
- Monitoring: Monitoring and evaluating incidents; surveillance, monitoring, sensing, public information
- Recovery: Facilitating and reconstruction, restoring operation of transportation system
- Investigation: Determination of causes, and responsible parties; security/ police activity
- Institutional Learning: Self-assessment of actions; feedback to prevention element

As defined by Association of Metropolitan Planning Organizations (AMPO), the roles of MPOs in regional planning vary from region to region.

- *Traditional*: System management and operations role in the ongoing transportation planning activities. The primary responsibility for projects rests elsewhere.
- *Convener*: The MPO acts as a forum where operations plans can be discussed and coordinated with other plans in the region, still not responsible for operation and implementation.
- *Champion*: The MPO works aggressively to develop regional consensus on operations planning. MPO planners develop programs and projects and the MPO takes the lead in developing regional agreements on coordinated operations.
- *Developer*: MPO develops regional operation plans and incorporates operations strategies into the transportation plan. System-oriented performance measures would be used to identify strategic operations gaps in the transportation system.
- *Operator*: The MPO would be responsible for implementing operations strategies that were developed as part of the MPO-led planning process.

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The following table illustrates potential roles of an MPO in regards to various phases of an incident based on its type and function:

Incident Phase	Possible MPO Role				
	Traditional Role	Convener	Champion	Developer	Operator
Prevention	● □	✓	✓	● □	✗
Response/Mitigation	● □	✓	✓	● □	●
Monitoring/Information	● □	✓	✓	● □	✗
Recovery	● □	✓	● □	✗	✗
Investigation	● □	✗	✗	✗	✗
Institutional Learning	✓	✓	✓	✓	✓

Not likely Role



Minor Role



Lead Role



The role of SCAG, because of its traditional role as the MPO for the six-county Southern California region, should be to provide a forum where plans and data can be developed and coordinated with other regional planning efforts; and would work towards developing regional consensus; but not be responsible for operation and implementation of plans and programs. This does not indicate that SCAG should abdicate its mandated transportation planning and implementation functions as a result of a terrorist attack, man-made or natural disaster.

The Southern California Association of Governments (SCAG) is working to identify regional strategies that would enhance the region's capabilities to deter and respond to acts of terrorism or natural disasters. SCAG could play a significant role in helping the region coordinate planning in preparation and anticipation of potential future incidents; and coordinate public information dissemination strategies through the development of a centralized information source on the transportation system and infrastructure conditions.

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## Proposed Goals

- Enhance the Region's capabilities to deter and to respond to unexpected terrorist incidents, man-made or natural disasters by strengthening relationships and outlining strategies for regional action among local, state and federal agencies.
- Improve the effectiveness of regional plans by maximizing the sharing and coordination of resources which would allow for proper response by various agencies.
- Enhance the capabilities of local and regional organizations including first responders through provision and sharing of information.

## Proposed Policies

- Ensuring the safety of the region's transportation system and infrastructure is a priority.
- Enhancing the region's ability to deter and respond to acts of terrorist attacks, man-made or natural disasters through regionally cooperative and collaborative strategies.
- Provide the means for collaboration in planning, communication and information sharing before, during, or after a regional emergency for the region.

## Proposed Actions

- Develop and incorporate strategies and actions pertaining to response and prevention of security incidents and events as part of the ongoing regional planning activities.
- Inventory Regional Emergency Operations Centers/Department Operations Centers systems
- Review the six county emergency plans ("All Hazard")
- Survey Geographical Information Systems
- Map emergency management connectivity/de facto architectures
- Establish a forum for cooperation and coordination of these plans and programs among the regional partners including first responders and operations agencies.
- Develop and establish a regional information sharing strategy, linking SCAG and its member jurisdictions for ongoing sharing and provision of information pertaining to the region's transportation system and other critical infrastructure.
- With regional consensus, create a Concept of Operations.

## **VI. POTENTIAL ROLE AND RESPONSIBILITY FOR THE LOCAL LEVEL**

Activities that should be undertaken at the local/city level consist of:

- Organization and centralization for the most efficient direction and control of the planning, coordination and management of disaster preparedness, mitigation, response, and recovery.
- Coordination of the interdepartmental preparedness, planning, training and recovery activities of emergency operations organization, divisions, and all city departments.
- Coordination of activities with neighboring municipalities, state and federal agencies, and the private sector.

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- Performance of related public education and community preparedness activities.

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## 1) Transportation

- a) Background/Analysis:
  - i) Implications and effects of Growth Vision/Problem Statement
  - ii) Other Current Conditions
  - iii) SCAG policies
  - iv) Measurement/Indicators\*
- b) Analysis:
  - i) Responsiveness of the theme to the Growth Vision principles
- c) Action:
  - i) EIR Mitigation Measures
  - ii) Actions for State and Federal
  - iii) Actions for SCAG
  - iv) Actions for Local
  - v) Actions for Other Government/Private Entities